



Jeb Bush  
Governor

# Department of Environmental Protection

SITE: FL. Phosphate Initiative  
BREAK: 17.8  
OTHER: r. 166

Colleen M. Castille  
Secretary

TO: Bureau of Mine Reclamation (BMR) – Mandatory Phosphate Section,  
Homeland Branch Office, and Other Interested Parties

FROM: Bud Cates, Program Administrator

DATE: February 9, 2005 [Revised February 23, 2005]



SUBJECT: Reclamation ~ Mitigation ~ Management Methodologies & Topics for Mined  
Lands – Volume 1, and Reference Binder # 2

Enclosed you will find a copy of the document entitled Reclamation ~ Mitigation ~  
Management Methodologies & Topics for Mined Lands – Volume 1 (1987-1994), as well  
as your copy of **Reference Binder # 2** and other selected reference documents for your  
Section / Office libraries. Most of the subject matter of Volume 1 (the new book) will be  
familiar to you.

**Reference Binder # 2 (Part I, II, III)** is similar to the **Reference Binder # 1**; however,  
# 2 is a little more expansive and hopefully more refined. Both documents are intended  
to provide documented updates and useful reference material to department staff, the  
industry, other agencies, and the public. If you find this idea has value, please be  
thinking about what you believe should be included in Volume 2 (1995-2005) and  
Reference Binder # 3.

Because of initiatives mandated by Chapter 2003-423, Laws of Florida (aka. CSSB 18E),  
you will be seeing gradual changes in perspective and procedures. These initiatives  
include the Peace River Cumulative Impact Study, amendment of the Master  
Reclamation Plan, a Peace Basin Management Plan, Riparian Buffers, and recommended  
regulatory and non-regulatory changes.

Activities associated with both permitting and land management, such as Perpetual  
Conservation Easements, will become - by necessity - part of your knowledge base. In  
other words, your knowledge and experience must expand beyond wetland permitting  
and reclamation to a more comprehensive and regional view. Likewise, our coordination  
with other stakeholder agencies will increase - as evidenced by the DEP / FWC  
Memorandum of Agreement, and SWFWMD / DEP joint efforts in the Peace River  
Basin. A primary purpose of the enclosed material is to help prepare you for these  
changes.

REPLY TO: Bureau of Mine Reclamation, 2051 East Dirac Drive, Tallahassee, FL 32310-3760 850/488-8217

"More Protection, Less Process"

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If our perspective, knowledge, and experiences are to expand and evolve, we must first overcome the roles that others attempt to cast us in. We must also overcome the roles that others traditionally attempt to cast themselves in. A significant shift in regional, evolutionary perspective – to one that can be implemented – will require introspection by all the stakeholders.

The Phosphate Industry currently owns, controls, or has mined - reclaimed - and sold approximately three quarters of a million (750,000) acres in the State of Florida. The average life of a phosphate mine is twenty-five (25) years to thirty (30) years. During the life of a mine the property progresses through pre-mining, to mining, to the reclaimed / mitigated state in an incrementally phased manner. Throughout this interval, the mining company or its agent is “managing” the property to some level of intensity and purpose (agriculture > mining > back to agriculture). Given the phasic nature of these land use progressions, and that pre-mining land uses and mining carry stewardship obligations, should the societal expectation of reclamation and mitigation stewardship obligations end with completion of regulatory requirements? Given that the purpose of reclamation and mitigation is to replace pre-mining functions of the land, should not this phase at least receive the same level of stewardship afforded to the pre-mining phase?

The currently active phosphate mining companies (and parent companies) are world leaders in the production of crop nutrition and animal nutrition commodities, and/or human foods and foodstuffs. . According to Agriculture: Florida's Economic Engine ~ Florida Agriculture Statistical Directory 2004 (Phosphate sec. – Phosphate Facts pg. 113): “ Of the Florida rock mined, 90 percent is used to make fertilizer for production of food and fiber on Florida and U.S farms.” Although this percentage for fertilizer has decreased recently, the difference is accounted for by an increased production of animal feed additives. The relationship of phosphate mining and processing to agriculture (semi-intensive > intensive land use and management) is indivisible – each rely on the other for existence. It is estimated that roughly half of the acreage that has been mined to date will ultimately find its’ “highest and best economic use” in agriculture or silviculture when reclaimed. And yet, the two parts of this indivisible relationship have not embraced each other in a public demonstration of feasible, long-term land management opportunities and methodologies for reclaimed and mitigated lands. This scenario can change by utilizing information consistent with that contained in Reference Binder #2, the Polk County Mined Lands Agricultural Research and Demonstration Project (Fla. Inst. Phosphate Research, FIPR Pub. No. 03-088-107), and other agriculture-related research conducted by FIPR.

Why should the Bureau of Mine Reclamation (BMR) be involved in land management? The primary reasons are the unique requirements involved in managing reclaimed / mitigated lands, the need for a properly functioning post-mining landscape, and the unique involvement of the BMR in the phosphate mining districts. Just as a mine progresses through many land use combinations during its' multi-decadal life, so the BMR is the sole agency "present and actively working" throughout this progression. Unlike other regulatory programs, the BMR's involvement requires a knowledge of the pre-mining landscape, mining processes, reclamation and mitigation processes, land use planning in relation to these processes, and appropriate post-mining land uses and land management. As we stated in **Reference Binder # 1**: "The most well-executed and successful reclamation and mitigation plan, that adequately incorporates methodologies for maintenance or improvement of water quality and biological function – and nuisance plant control, will experience degradation of these parameters over time without long-term land management. The quality, sophistication, and longevity of one's product are no better than the quality and sophistication of one's design, production, and maintenance tools." Because reclaimed and mitigated lands respond – and must be managed – differently than un-mined lands, what agency is better prepared to guide the development of these "tools" ?

The BMR currently manages approximately 20,864 acres of land in the central Florida phosphate mining district and Green Swamp. Approximately 6,690 acres of this total are state-owned lands leased to the department's Division of Water Resource Management. The remainder of the total, approximately 14,174 acres, is contained in several Perpetual Conservation Easements for which the BMR is the designated managing agency (for updated activities on these lands see <http://www.dep.state.fl.us/water/mines/ihn/>). In order to perform management on these lands, as well as to perform regulatory functions, BMR staff has been trained in Wetland Assessment & Delineation, Stream Restoration Design, GPS / GIS Arcpad equipment, Prescribed Fire Management, and Pesticide Application (licensed).

Cattle production has been an important agricultural activity in central Florida since the early nineteenth century. According to Agriculture: Florida's Economic Engine ~ Florida Agriculture Statistical Directory 2004, the phosphate mining district counties of Polk, Hillsborough, Hardee, DeSoto, and Manatee currently rank amongst the top ten counties in the state with respect to overall cattle populations (3<sup>rd</sup>, 9<sup>th</sup>, 5<sup>th</sup>, 6<sup>th</sup>, 10<sup>th</sup> respectively). According to Florida Cow-Calf Management (UF / IFAS, 2001), these same five counties contain the second highest concentration of beef cattle in any five contiguous counties within the state.

Although the central Florida phosphate mining district has not been known as a timber producing region, local demand for raw wood-stocks has increased over the past decade. Potential uses of a local source include pallets, fruit & vegetable containers, poles, fence posts, and biomass for fuel.

Perpetual Conservation Easements, for which BMR is the designated managing agency, contain specific requirements for cattle production and silviculture. Under the section of these easements referring to the Reserved Rights ("Permitted Activities") of the Grantor (primary landowner), the following provisions apply. "The right to use the Protected Property [the easement] for the breeding, raising, pasturing and grazing of livestock provided that these activities are consistent with sustainable native range management practices (for example, practices described in "Determining Grazing Capacity for Native Range, Fact Sheet FRC-31 by George W. Tanner 1983, RFAS-CES). [see Ref. Binder # 2] "Sustainable native range practices" are defined as those that allow native grasses and other native forage species to regenerate such that natural grazing capacity of the land is naturally renewed." ----- "The right to conduct logging and associated activities consistent with sustainable silvicultural practices in accordance with the most current Best Management Practices. "Sustainable silviculture" is defined as logging practices that maintain a canopy structure of trees typical of natural central Florida flatwoods without damaging the ability of native ground cover, shrubs or trees to maintain their ecological integrity and intact community structure and the ability to successfully reproduce or regenerate. Notwithstanding the foregoing, no live cypress or hardwood trees shall be harvested."

The Integrated Habitat Network(IHN) / Coordinated Development Area(CDA) Concept of landscape planning for mined, reclaimed, mitigated, and preserved lands has seen significant acceptance and implementation over the past decade. However, the emphasis has been toward the implementation of the IHN portion. If we are to have a truly holistically planned and functioning landscape, equal emphasis must be given to those areas that will exert considerable influence on the quality and longevity of the IHN; and that will most likely see semi-intensive > intensive land uses – the CDA !

Many thanks to Angie Bright, Lisa Robertson, Molly Toledo, Thu Clark, Jonathan Galvin, Roy DuVerger, Jorge Lagos, and Jack Woodard for all the compiling, copying, collating, scanning, reviewing, patience, and encouragement that went into producing and obtaining these documents. I'm proud to be a member of this team !

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**~ DOCUMENTS PURCHASED for the BUREAU of MINE RECLAMATION /  
MANDATORY PHOSPHATE SECTION & HOMELAND BRANCH OFFICE  
LIBRARIES ~**

1. Reclamation ~ Mitigation ~ Management Methodologies & Topics for Mined Lands, Vol. 1 – Florida Department of Environmental Protection, *Bureau of Mine Reclamation, 2005*
2. Research and Management Techniques for Wildlife and Habitats – *The Wildlife Society, 1996*
3. Body Condition Scoring of Beef Cattle 4<sup>th</sup> Printing – *University of Florida, June 2002*
4. Closing The Gaps In Florida's Wildlife Habitat Conservation System – Office of Environmental Services Florida Game and Fresh Water Fish Commission, *J. A. Cox & R. S. Kautz, 1994*
5. Florida Cow Calf Management: A Practical Guide to Small-Herd Management 2<sup>nd</sup> Edition – *IFAS, Christa Jaye Jenssen, March 2001*
6. Florida Forage Handbook – *IFAS, Carrol G. Chambliss, 1999*
7. Forest Plants of the Southeast and Their Wildlife Uses – *Southern Weed Science Society, J. Miller & K. Miller, 1999*
8. Habitat Conservation Needs of Rare and Imperiled Wildlife In Florida – Office of Environmental Services Florida Game and Fresh Water Fish Commission, *J. A. Cox & R.S. Kautz*
9. Locating and Managing Peninsulas for Nesting Ducks – *U.S. Fish & Wildlife Service*

10. Managing Wildlife: Managing wildlife on Private Lands in Alabama and the Southeast –  
*Presented by the Alabama Wildlife Federation by Greg K. Yarrow & Deborah T. Yarrow*
11. Natural Area Management : A Training Manual for Restricted Use Pesticide Applicators –  
*IFAS, Kenneth A. Langeland*
12. Spray Equipment and Calibration - *IFAS, University of Florida Extension*
13. Step by Step: How to Calibrate a Broadcast Boom Sprayer – *IFAS, Thomas W. Dean*

U . S . E P A R E G I O N I V

# SDMS

## Unscannable Material Target Sheet

DocID: 10518283

Site ID: FLPHOSPHATAN

Site Name: Florida Phosphate

### Nature of Material:

Map: \_\_\_\_\_

Computer Disks: \_\_\_\_\_

Photos: \_\_\_\_\_

CD-ROM: \_\_\_\_\_

Blueprints: \_\_\_\_\_

Oversized Report: \_\_\_\_\_

Slides: \_\_\_\_\_

Log Book: \_\_\_\_\_

Other (describe): Site CD's

Amount of material: \_\_\_\_\_

\*Please contact the appropriate Records Center to view the material.\*